



EXECUTIVE OFFICE OF TECHNOLOGY SERVICES & SECURITY

COMMONWEALTH OF MASSACHUSETTS | 1 ASHBURTON PLACE, 8TH FLOOR, BOSTON, MA 02108

CHARLES D. BAKER
Governor

CURTIS M. WOOD
Secretary

KARYN E. POLITO
Lieutenant Governor

January 31, 2022

Frank Pozniak
Executive Director
State 911 Department
151 Campanelli Dr., Suite A
Middleborough, MA 02346

**RE: FISCAL YEAR 2022 - COMIRS 2ND QUARTER REPORT
(Reporting Period October 1, 2021 – December 31, 2021)**

Dear Director Pozniak,

In accordance with Department of Telecommunication and Cable (hereinafter D.T.C.) Order 18-2 dated June 29, 2018, D.T.C. Order 20-1 dated May 26, 2020, D.T.C. Order 21-3 dated May 26, 2021, and the State 911 Department's Guidance Document as issued to the Executive Office of Technology Services and Security (hereinafter EOTSS) on or about September 9, 2020, I respectfully submit the Fiscal Year 2022 2nd Quarter Report for the Commonwealth's project to modernize, improve and expand its interoperable public safety radio system (hereinafter CoMIRS).

The 2nd Quarter of Fiscal Year 2022 was highlighted by the:

- The execution of the network contract with Motorola Solutions as the successful bidder for the CoMIRS Modernization Part 2 Request for Response (COMMBUYS BID#: BD-21-1060-ITD00-ITD00-55256).
- CoMIRS Program Management Office's (PMO) ongoing review, analysis, processing and authorization of the *Radio Upgrade Program (RUP) Grant* and associated grant applications.
- PMO's continued effort to migrate the Franklin County public safety agencies onto the CoMIRS network.
- PMO's continued monitoring and auditing of the CoMIRS budget and expenditures.

EXECUTION OF THE NETWORK CONTRACT WITH MOTOROLA SOLUTIONS AS THE SUCCESSFUL BIDDER FOR THE COMIRS MODERNIZATION PART 2 REQUEST FOR RESPONSE (COMMBUYS BID#: BD-21-1060-ITD00-ITD00-55256) (CoMIRS Strategic Plan Roadmap Major Activity 6.2.6, "Solicit Proposals to Transition to Digital Radio");

On November 9, 2021, and on behalf of the Commonwealth of Massachusetts, Secretary Curtis M. Wood executed a maximum obligation contract with Motorola Solutions Inc. of Chicago Illinois in the amount of \$97,632,394.00. This contract was the product of a two part, open and competitive solicitation posted on COMMBUYS and open to all providers of mission-critical land mobile radio systems worldwide. The 'first

part' of the solicitation (COMMBUYS BID #BD-20-1060-ITD00-ITD00-52384) served to pre-qualify prospective bidders in terms of resources, experience and financial solvency. Two bidders were identified by the Strategic Sourcing Services Team (SSST) as satisfying the minimum qualifications to bid on the project, L3Harris Technologies (hereinafter L3Harris) of Lynchburg, Virginia and Motorola Solutions Inc. (hereinafter Motorola Solutions) of Chicago, Illinois.

On October 20, 2020, the CoMIRS Program Management Office (PMO) posted the CoMIRS Modernization Part 2, Request for Response to COMMBUYS as Bid #BD21-1060-ITD00-ITD00-55256. This posting included over 1,000 distinct equipment, services and service level requirements. Both L3Harris and Motorola Solutions elected to engage in the second part of solicitation process. Between October 2020, and April 2021 the PMO conducted weekly bidder sessions with L3Harris and Motorola Solutions, culminating in the filing of their respective bids on April 14, 2021. Between April 2021 and July 2021 the SSST evaluated each of the bids according to pre-established response criteria and scoring metrics. As part of the evaluative process the SSST convened six, two-hour oral presentation sessions with each bidder. On July 15, 2021, the SSST forwarded its bid evaluations and recommendations to the Secretary of the Executive Office of Technology Services and Security. On July 16, 2021, and consistent with the SSST's recommendations, Secretary Wood issued a "Notice of Intent to Award" to Motorola Solutions.

On August 9, 2021, and pursuant to 801 CMR 21.07, the Commonwealth's Contract Team officially began final contract negotiations with Motorola Solutions. The purpose of these contract negotiations was to further define and clarify certain elements of performance and cost (as identified in the original RFR) while securing the more cost effective and best valued agreement for the Commonwealth. After three months of negotiation, the Commonwealth executed a maximum obligation contract with Motorola Solutions on November 9, 2021 in the total amount of \$97,632,394.00. Of the total value, \$79,155,840.00 was for "fixed price" deliverables and \$18,476,554.00 was for "allowances". The "fixed price" deliverables, describe the specific tasks to be completed by Motorola Solutions, the milestones for payment and the timeline for delivery. Conversely, the "allowances" are pre-approved, variably priced tasks that Motorola may be required to deliver, subject to written instruction by the Commonwealth. The contract allowances have been grouped into three categories, "civil improvements", "project implementation activities" and "backhaul improvements", each with an agreed upon financial cap. Allowance caps may be adjusted, however, any such adjustment will require a negotiated contract modification. (See Attachment 1 for a copy of the Standard Contract Form, the Commonwealth's Terms and Conditions for Information Technology Contracts, "Statement of Work" and associated attachments.)

On November 29, 2021, the Commonwealth and Motorola Solutions met for the project's "kick-off" meeting. Motorola's lead project manager hosted the meeting, providing an executive level description of the overall project followed by more detailed discussion of the first phase of the project. In sum, the new network will be a P25 compliant, trunked system with a redundant core, seventeen simulcast sites, ninety-one RF sites, 87 new/refreshed consoles and will be engineered to interoperate with the existing network during transition so to ensure a seamless transition from the aging analog to the new digital network. The project plan includes five phases of work, distinguished in large part by geography. "Phase 1a" includes western Massachusetts and portions of Worcester County; "Phase 1b" includes Barnstable, Bristol, Plymouth and Norfolk Counties; "Phase 1c" includes Metro Boston, Essex County and portions of Middlesex County; "Phase 1d" includes all remaining portions of Middlesex and Worcester Counties; and, "Phase 1 Worcester" includes the City of Worcester, proper. Work within each Phase will follow the "CoMIRS Digital Modernization Roadmap" that was presented to the State-911 Department and the Department of Telecommunications and Cable. The five activities that appear in the 2017 blueprint still guide the development of our deliverables:

- 6.2.8: Prepare for TDMA radio network implementation
- 6.2.9: Upgrade radio network core

- 6.2.10: Build lease or upgrade radio sites
- 6.2.11: Enhance and expand backhaul network
- 6.2.12: Coordinate transition to digital radio network

The PMO and Motorola have wasted little time to begin their work. Over the last several weeks the project's technical teams have been assessing and evaluating the "Phase 1a" RF antenna sites. Site assessments include a review of tower conditions, existing utilities, emergency power, shelter space, and backhaul capabilities. While this field work progresses, the EOTSS legal and finance professionals have been actively engaged with their colleagues from the Operational Services Division (OSD), and the Division of Capital Asset Management and Maintenance (DCAMM) to collectively coordinate the processes and systems that will facilitate the execution of long term tower agreements that are in compliance with the Commonwealth's relevant laws and regulations.

COMIRS PROGRAM MANAGEMENT OFFICE'S ONGOING REVIEW, ANALYSIS, PROCESSING, AND AUTHORIZATION OF THE *RADIO UPGRADE PROGRAM (RUP)* GRANT AND ASSOCIATED GRANT APPLICATIONS (CoMIRS Strategic Plan Roadmap Major Activity 6.2.7, "Acquire TDMA Digital Radios for Current [Network] Users"):

The PMO continues to accept grant applications, analyze grant requests, and monitor and review grantee expenditures and activity. To date, the PMO has received applications from seventy-seven operable users. Of the total received, five applications were received in December and an additional five in January. These ten applications were the product of a recent outreach campaign conducted by the PMO in December, during which time the PMO sent correspondence to thirty-two grant eligible operable users, who as of December 13th, had yet to file a grant application. The operable users who received this prompt were reminded that grant guidelines clearly state that the last date to file a grant application is February 25, 2022, and the last date to submit a disbursement request is June 30, 2022.

To date, the PMO has approved \$11.4M in funding for the replacement of 4,422 active, non-compliant radios and associated expenditures. An additional 1,944 radios have been approved for the software upgrades necessary to operate on the new digital system.

As the PMO analyzes and reviews *RUP Grant* applications it remains fully committed to the strict application of the requirements and limitations imposed by the State 911 Department and the Massachusetts Department of Telecommunications and Cable. All grant applications are evaluated in accordance with the "Guidelines for Approving Grants under the CoMIRS Radio Upgrade Program", (updated February 26, 2021). Only those radios that are deemed "active service, non-compliant" are eligible for grant replacement or upgrade. A comprehensive discussion regarding grant eligibility and grant awards was included in the FY2022 1st Quarterly Report.

*RUP Grant metrics*¹ (Program commencement – September 30, 2021):

- 78 *Radio Upgrade Program Grant* applications have been received (One application was filed by the Franklin Regional Council of Governments (FRCOG) on behalf of the 61 operable users in Franklin County. The FRCOG also filed a second application on behalf of the Towns of Greenfield and Montague for the replacement of radios in their dispatch center.),
- 2,422 portable radios have been authorized for replacement,
- 2,000 mobile radios have been authorized for replacement,
- 1,307 portable radios have been authorized for upgrade,
- 637 mobile radios have been authorized for upgrade,

¹ Data source is the CoMIRS "RUP Grant Tracker", "Awards Detail" worksheet and "Contracts" worksheet.

- \$11,419,517.54 in *RUP Grant* funds have been authorized for portable and mobile radio replacement, programming and installation²:
 - 16 ISA's (including amendments) in the amount of \$5,226,755.91³
 - 51 Standard Contracts in the amount of \$6,192,761.63
 - 10 applications pending action
 - 1 application/award withdrawn
- \$2,332,800 has been allocated for the cost of those subscriber units approved for upgrade⁴
- In addition to the \$5.2M that the PMO has transferred in ISA grant funds to Grantees who are also MMARS agencies, the EOTSS finance unit has issued disbursement payments to contract agencies in the amount of \$2,281,601.49⁵:

Department	Check Amount
Franklin Regional Council of Government- Distribution #1	\$ 1,158,279.99
Town of Falmouth Fire Department	\$ 83,097.55
Town of Hardwick Police Department	\$ 34,185.77
Town of Hyannis Fire Department (multiple disbursements)	\$ 182,625.84
West Barnstable Fire Department	\$ 21,558.22
COMM Fire Department	\$ 150,594.57
Town of Huntington Police Department	\$ 32,544.60
Mashpee Fire & Rescue Department	\$ 91,884.78
New Braintree Police Department	\$ 22,327.44
Petersham Police Department	\$ 10,779.11
Mashpee Police Department	\$ 128,757.13
Chatham Fire and Rescue	\$ 43,814.49
Provincetown Fire Department	\$ 56,163.06
Cotuit Fire Department	\$ 68,092.80
Eastham Police Department (overpaid by \$5,	\$ 75,847.34
Eastham Fire Department (overpaid by \$	\$ 33,987.33
Rehoboth Police Department	\$ 87,061.47
Contract disbursements issued through December 31, 2021	\$ 2,281,601.49

² This amount represents the total value of the ISA's and the Standard Contracts that have been issued for the replacement of portable and mobile subscriber units, including programming and installation allowances. This metric has been corrected to reflect actual allowances for programming and installations versus maximum allowances for programming and installations. Specifically, the PMO has determined that the Mass State Police and all FRCOG operable users are ineligible for the programming allowances as the Massachusetts State Police radio technicians will perform all MSP and FRCOG programming tasks. Moreover, and excepting several hundred specially approved installations, the State Police will not receive an installation allowance as their radio technicians will perform their installations. It should also be noted that funding for upgrades is not included in this metric, as the cost of upgrades remains subject to final negotiation with the software providers. For the projected cost of upgrades, see FN4.

³ Both the number of ISA's and the total ISA dollar amount reported in the FY2022 Q1 Report have been revised in this Quarterly Report. These revisions were required after the discovery of two reporting discrepancies: 1) the total number of ISA's reported in the Q1 Report was overstated by one; an ISA that was actually rescinded and replaced was counted as an active ISA; 2) the total value of ISA's awarded as reported in the Q1 Report included the value of the maximum obligation of an ISA that was amended, resulting in the double count of the original ISA value.

⁴ 1,944 subscriber units times the current estimate of \$1,200.00 per upgrade.

⁵ This amount is currently overstated by \$7,450.00 because of overpayments to the Town of Eastham. EOTSS finance unit is actively working with the Town of Eastham to reconcile this overpayment (see "***" note on page 6, for additional information).

CONTINUED EFFORT TO MIGRATE FRANKLIN COUNTY PUBLIC SAFETY AGENCIES ONTO THE CoMIRS NETWORK (CoMIRS Strategic Plan Roadmap Major Activity 6.3.1, “Determine Potential Expanded Users of CoMIRS”):

As previously reported, the Franklin Regional Council of Governments (FRCOG) was awarded \$3,008,489.77 in *Radio Upgrade Program (RUP) Grant* funding for the replacement of 843 public safety portable radios and 439 public safety mobile radios. As well, FRCOG received \$58,900.52 in a separate grant award for the purchase of dispatch consoles and associated support equipment for the municipalities of Greenfield and Montague.

In June of 2021, the PMO authorized the first of several planned FRCOG disbursements. A subsequent disbursement was anticipated for the 2nd Quarter of Fiscal Year 2022; however, that disbursement will not be processed until the subject radio equipment is delivered. Not dissimilar to other commodities that require semiconductors, production and delivery schedules remain fragile and unpredictable. Subject to FRCOG’s receipt of their outstanding radios, the PMO and FRCOG will work quickly and collaboratively to process the remaining grant disbursement.

The PMO and FRCOG continue to meet on the last Thursday of every month to address the governance and operational issues that will define the Franklin County’s migration to the CoMIRS network. FRCOG reports that as soon as all of their P25 radios are received and issued they will migrate all public safety agencies from their failing UHF network to the CoMIRS network. This transition will ensure that the Franklin County public safety community has access to a robust and reliable communication network from which personnel can efficiently provide vital services to E911 callers.

MONITORING AND AUDITING OF THE PROJECT BUDGET AND EXPENDITURES:

During the 2nd Quarter of Fiscal Year 2022, the PMO, the Director of Finance for the State 911 Department and the Director of Finance for EOTSS have collectively and individually monitored the program’s expenditures. Authorized expenditures that were paid during the 2nd Quarter are listed below and were all paid from the Enhanced 911 Trust account. The Enhanced 911 Trust was the exclusive source of funding for these expenditures (see table on next page).

Object Code and Description	Amount
A01	\$ 24,440.00
SALARY	\$ 24,440.00
D09	\$ 9,352.79
FRINGE	\$ 9,352.79
E16	\$ 6,858.59
INDIRECT COSTS	\$ 6,858.59
P01	\$ 401,257.45
COTUIT FIRE DISTRICT	\$ 68,092.80
HYANNIS FIRE DISTRICT	\$ 9,775.00
TOWN OF CHATHAM	\$ 69,455.15
TOWN OF EASTHAM **	\$ 109,834.67
TOWN OF FALMOUTH	\$ 875.30
TOWN OF PROVINCETOWN	\$ 56,163.06
TOWN OF REHOBOTH	\$ 87,061.47
U01	\$ 1,746.00
CROCKER COMMUNICATIONS INC	\$ 1,746.00
U03	\$ 115,830.00
MOTOROLA SOLUTIONS, INC	\$ 115,830.00
U05	\$ 47,374.99
MCINNIS CONSULTING SERVICES	\$ 47,374.99
U11	\$ 103,826.10
SWBAILEY CONSULTING LLC	\$ 103,826.10
Grand Total	\$ 710,685.92

** The RUP grant disbursement issued to the Town of Eastham, exceeded the authorized amount by a total of \$7,450.00. (The disbursement to the Eastham Police Department exceed the approved amount by \$5,800.00 and the disbursement to the Eastham Fire Department exceed the approved amount by \$1,650.00.). Both EOTSS's Senior Director of Accounting, and the Eastham Town Account have acknowledged this overpayment and the Town of Eastham is in the process of returning the overpayment. Once the overpayment is received, the account will be reconciled.

In the event there are any questions or if clarification concerning any aspect of this report would be helpful, the PMO would be pleased to assist. Inquiries may be directed to Assistant Secretary Matthew Moran at (617)-626-4400 or email at Matthew.E.Moran@mass.gov.

Respectfully,



Curtis Wood (Jun 28, 2022 09:05 EST)

Curtis Wood
Secretary of Technology Services and Security
Commonwealth Chief Information Officer